

MEMORANDUM

To: Town of Grafton

From: Worcester Business Development Corporation

Date: April, 2013

Re: Route 30/Westboro Road Corridor Study

In September, 2012, the Town of Grafton contracted with the Worcester Business Development Corporation (WBDC) to collect and analyze property data on the Westboro Road (Route 30) corridor of North Grafton for the purposes of determining the assets and challenges for future development within this corridor. Specifically, the WBDC was charged with reviewing the property surrounding the Job Corp site, between Westboro State Hospital and the Grafton Town line, the Commonwealth of Massachusetts properties on Institute Road, the property owned and surrounding Rushwan Brothers, Inc. (Russell) which abuts the Town of Shrewsbury, and the property around the Massachusetts Bay Transportation Authority (MBTA) commuter rail station. The data collected includes ownership, parcel size, assessed value, existing uses, zoning, utilities, surrounding uses, potential of land assembly, and other critical development items.

Upon completion of the data collection, the WBDC further narrowed its focus to a concentrated area on Route 30 – from 93 Westboro Road to 141 Westboro Road. This concentration focuses on both sides of Route 30 and captures both the Commonwealth of Massachusetts property, as well as the property owned by D & F Afonso Builders, Inc. The WBDC believes that this focus area presents certain challenges, such as the lack of a sewer connection to the parcels, the zoning of some of the parcels as residential, and the multiple ownership. However, this focus area presents a significant number of assets, including its potential access to the rail line, the considerable amount of property that is currently undeveloped, and its proximity to other major development in the area, including CenTech Park, the Grafton MBTA Commuter Rail station, and the Grafton Science Park.

Impediments to Development

Sewer Availability & Capacity

The study area does have public water available for future developments; however, it is limited in its sewer availability. To date, there is public sewer service within the western portion of the study area, terminating at 88 Westboro Road to the south and 36 Rear Nelson Street to the north. The availability of public sewer then begins at 42 Institute Road to the South and the properties in CenTech Park to the north. A significant portion of the focus area, with the exception of 42 Institute Road, does not currently have sewer service (public or private) to the site.

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The Town of Grafton's existing sewer treatment plant is permitted for 2.4 million gallons per day (MGD). The system is currently utilizing 1.9 MGD, approximately 79.16% of the town's available capacity. Communities that surpass 80% of available capacity (1.92 MGDs for the Town of Grafton) are encouraged by the Environmental Protection Agency (EPA) to conduct a Massachusetts Department of Environmental Protection (MADEP)/EPA upgrade study. If Grafton's wastewater usage increases by less than 1%, the change would then trigger a State and federally mandated upgrade study, at considerable cost to the Town.

Estimates suggesting an excess sewer capacity of .5 MGD, based on the average use 1.9 MGD, does not consider the full build-out potential of the Grafton Science Park – approximately 702,000 square feet – or the 80% capacity benchmark that would trigger the MADEP/EPA upgrade study. The Sewer Commission is currently conducting an evaluation of its sewer system and expects to have more definitive answers by September, 2013. Based upon preliminary findings, the Department believes that the existing system has capacity for the Grafton Science Park development and/or small residential increases; however, it may not be able to support other large industrial development.

Zoning

The majority of the study area is located in the Medium Density Residential (R-20) district. This zoning provides for medium density residential as it relates to the surrounding neighborhood. The overarching goal of this type of zoning is the creation of a "small village" environment. Building within the R2 district requires a minimum lot size of 20,000 square feet. Significant portions of this R2 area are also included in the Water Supply Protection Area. Four parcels of land, located on the northern edge of the study area, are zoned Industrial (I). The remaining portions of the study area are zoned as Office/Light Industry (OLI). The OLI zone allows for office and/or light industrial development on the site, by right. Portions of the OLI and I area are also covered by the Water Supply Protection Area.

In addition to these zoning uses, the study area also includes properties that are included in the Campus Development Overlay (CDO), as well as the Priority Development Overlay (PDSOD). The CDO provides opportunities for rural campus park developments within the I and OLI districts through the use of Master Plans. Each area within the CDO must have an approved master plan which provides for compatibility with its neighboring residential and commercial developments. It was created to further encourage mixed-use development, with a focus on research, development, and the sciences. The PDSOD is a more site-specific overlay district which is implemented under the Commonwealth's Chapter 43D Expedited Permitting law. This designation provides for a guaranteed local permitting decision within 180 days of the application and focuses on sites for commercial or industrial development.

Within the focus area, there are three parcels, one owned by D & F Afonso, one owned by the Commonwealth of Massachusetts Department of Youth Services (DYS), and the other owned by the Equipment Care Center of Grafton that are zoned both as R2 and OLI. This split zoning could be viewed as both an advantage to the property owner or a detriment, depending upon potential future developments.

Parcel Size

Over 50% of the parcels located within the focus area are less than one acre. Based upon the Intensity of Use Schedule from the Town of Grafton, an OLI District must have these minimum requirements:

Min. Area	Min.	Min.	Min.	Min.	Max.	Max.
	Frontage/Lot	Front	Side	Rear	Building	Building
	Width	Yard	Yard	Yard	Coverage	Height
40,000 sf	120	40	35	35	40	35

According to the Intensity of Use Schedule, many of these parcels do meet the minimum requirements to allow for OLI development. Today, many of the parcels within this focus area are used as single-family lots, some of which have small businesses located on the premises. Such small lot sizes, with varying ownership adjacencies, create a significant impediment to the development of this area as a commercial corridor.

Disposition Process

The Commonwealth of Massachusetts owns over 120 acres within the Route 30 corridor study area. These parcels are primarily undeveloped, with the exception of the location of a Department of Youth Services (DYS) facility. With the disposition of these surplus parcels, the Town of Grafton would have the ability to gain additional property for the purposes of development, culminating in to potential new jobs and an increase tax base for the community.

The disposition of surplus state land has the potential to become time-consuming and resource intensive on both the part of the Commonwealth and the host community. The Commonwealth's Department of Asset Management and Maintenance (DCAMM) must follow MGL Chapter 7 Section 40E-40J in its disposition of public land. DCAMM, with a request from an interested party, must first poll the agency in charge of the subject land to determine if any or all of the land could be declared surplus to the Agency. If some or all of the land could be disposed of, all State Agencies are first given an opportunity to utilize the land. If no State Agency has a need, DCAMM then polls the Town of Grafton to determine if there is a local need for the land. If the Town has no eligible need, the land is then disposed of through a public process to the general public.

Historic Property

All of the parcels that are under the care and control of the Commonwealth of Massachusetts are surplus parcels from the former Grafton State Hospital facilities. These properties are listed on the National Register of Historic Places. Given its designation as historic property, there are a number of items that must be considered during development, including the potential of preserving the existing buildings located on the property.

Any new construction project or renovation of existing buildings that require funding, licenses, or permits from any state or federal governmental agencies must be reviewed by the Massachusetts Historic Commission (MHC) to determine the potential impacts that the development may have on the historic nature of the property. Furthermore, should a

development project require funding, licenses, or permits from a federal agency, the project must be reviewed for compliance with Section 106 of the National Historic Preservation Act. This Section 106 compliance is a specific process which requires the developer to identify and evaluate the historic properties, assess any potential adverse effects to the properties, and outline potential measures to avoid, minimize, or mitigate the effects. Though historic preservation is an important tool that can be used in economic development, there is the potential for its development to be time-consuming and costly.

Opportunities

Rail Access

Within the focus area, there are fourteen (14) parcels which abut the rail line. This rail line is operated by CSX; however, it is within a short distance to the Grafton & Upton Railroad. This railroad has been operational for over 135 years and provides opportunities for freight rail transportation to parts of central and eastern Massachusetts. Its interchange with CSX provides greater transportation opportunities throughout the region.

Undeveloped/Underdeveloped Property

A number of parcels have little to no development on them. 24 parcels have houses on them, some of which include large amounts of untouched land. A couple parcels have businesses on them, whereas the remaining 21 parcels are undeveloped. These large amounts of undeveloped land, some being contiguous, have potential for road-side or set-back development.

Rushwan Brothers owns two parcels, one that is 57 acres and the other is 96 acres. The property is currently listed for sale by the property owner – the asking price is unknown. These parcels do not have direct access to Route 30; however, there is access from CenTech Boulevard. The parcels are zoned for Industrial (I) and Office/Light Industrial (OLI) with some wetlands located on the property. Both parcels are adjacent to one another, providing approximately 150 acres available for development. In addition to Rushwan, D&F Afonso owns approximately 49 acres that has yet to be developed, and the Commonwealth of Massachusetts owns over 80 acres that is underdeveloped, housing some programs for the Department of Youth Services. Each of the aforementioned parcels has access to public roadways, including Route 30, CenTech Boulevard, and Institute Road; however, they are not all fully serviced by necessary infrastructure (ie: sewer, gas, etc.).

The Job Corps campus is among the underdeveloped properties along Route 30 that is currently owned by the Commonwealth. Contributing to the area's decadence, the Job Corps campus includes several buildings that suffer from environmental issues and significant deferred maintenance. In 2008, the WBDC collaborated with MassDevelopment and the BSC Group to conduct a Fatal Flaw Analysis of the campus to determine its development potential. In addition to the aforementioned issues, the analysis provides greater detail related to the existing property boundaries that present challenges to parking and, therefore, adaptive reuse. While significant work must be done to address these challenges, there is potential for redevelopment that can capitalize upon the buildings' unique geography (proximity to the MBTA commuter line and Tufts Veterinary School). The WBDC believes that this development could be handled by a private developer who is willing to work with the Town, rather than the Town itself.

Proximity to Development

CenTech Park is a 121-acre technology park located in the towns of Grafton and Shrewsbury. This park, developed by the WBDC, is home to a number of quality tenants, including State Street Bank, IDEXX, Primary Colors, Verrillon, and TriTech Software Systems. The property is serviced by public water, sewer, gas, and electricity. The WBDC currently owns two parcels within the park and is actively marketing these parcels for development. At full-build, CenTech Park has the potential to accommodate up to 675,000 square feet of development.

The Grafton MBTA Commuter Rail station is located off of Route 30 on Pine Street. This station is serviced by the MBTA Framingham/Worcester line from Worcester's Union Station to Boston's South Station. The MBTA recently announced that the Framingham/Worcester line is expected to increase its fleet by three trains within the next year, offering twenty roundtrips and several express trains between Worcester and Boston. The station's proximity to Tufts University Cummings School of Veterinary Medicine, as well as its ease of access for commuters provides the Route 30 area with an opportunity to market to companies and residents that live in Metrowest but commute into Boston.

The Grafton Science Park, developed by Tufts University Cummings School of Veterinary Medicine, is an 84-acre site that abuts the focus area on Route 30. This Park, located adjacent to the New England Research Biosafety Lab, has the ability to accommodate up to 702,000 square feet of development. Tufts University is marketing the sites for a long-term ground lease to life science and technology companies that want to develop new facilities. All of the infrastructure for the Park has been completed and is serviced by all public utilities, including gas, and electricity.

In addition to the aforementioned developments, the Town of Westborough is currently reviewing a development proposal for the 120-acre former state hospital site that abuts the Grafton study area. The Westboro Town Administration is considering a proposal to develop the 120-site for the purposes of a movie production facility. This facility would include a 96,000 square foot sound stage, a production studio, and related development for the proposed use. This proposed development provides future opportunities for commercial and business development within the area.

Recommended Action Items

As the Town of Grafton seeks to further develop the Route 30 corridor, there are a number of actions that the WBDC would recommend to assist in attracting development to this critical area within the community.

Zone Changes

The Town of Grafton may wish to consider options for re-zoning some of the residential parcels and expanding the existing OLI district. Expanding the district to unify the aforementioned parcels under one zoning designation will clarify the parcels' development potential and encourage economic investment. With the expansion of the OLI zoning, the Town also has the

ability to focus more on commercial and/or industrial development and maximize development potential within the corridor.

Furthermore, the Town of Grafton may wish to consider expanding its designations of the Priority Development Sites (PDS) under the Commonwealth of Massachusetts Chapter 43D Expedited Permitting law. Private and/or publicly-owned land can be designated as a PDS and the underlying zoning must be for commercial, industrial, residential, or mixed-use. As there may be a number of properties that could be ideal for the PDS designation, the Town has the option to include several parcels within a single PDS. The Commonwealth of Massachusetts seeks sites that are adjacent to areas of existing development (ie: CenTech Park, Grafton Science Park) or in underutilized buildings or facilities (ie: Job Corp campus) or close to appropriate transit services (proximity to MBTA Commuter Rail).

With regard to Rushwan Brothers, zoning changes (I or OLI) may allow the property owner the opportunity to pursue a larger, multi-parcel industrial development. Such zoning changes may provide the Town with a greater opportunity to assist in marketing the site to a developer that may be interested in larger industrial developments, including but not limited to the potential development of an industrial/technology park.

Infrastructure Improvements

Infrastructure is a critical component to successful economic development. Currently, the Town's infrastructure serves as a major impediment to development, not only in the Route 30 corridor but throughout the town, with regard to sewer capacity. Without improvements to this infrastructure, zoning changes and partnerships with property owners are unlikely to have significant impact.

Within the study area, all of the parcels are served by town water; however, a significant number of the parcels are not currently serviced by the town sewer system. In order to maximize development opportunities, the Town of Grafton must look at options to extend sewer service to these parcels, otherwise, they may need to be serviced by individual septic systems. The Town may wish to pursue a grant under the Commonwealth's MassWorks program to allow for the extension of these services to remaining parcels along the Route 30 corridor. The MassWorks program has been highly competitive within the past two years with the rising number of applications and the depletion of State funds; however, the Town may be able to make the compelling argument that any infrastructure work along the Route 30 corridor would not only benefit the Town of Grafton, but would also benefit potential developments that are in the works in the Town of Westboro.

Accessibility

Given the number of larger, undeveloped parcels located within the study area, the Route 30 corridor has a significant amount of opportunity for future development. Accessibility of infrastructure, including roadways and utilities, to some of the sites continues to be an impediment to development.

As an option to encourage development of the Rushwan Brothers property, the Town of Grafton may wish to encourage any potential development to enter into a cooperative agreement with owners within CenTech Park to provide infrastructure accessibility, including roadway networks.

By utilizing the existing infrastructure located within CenTech Park, the potential development would have access to the existing water and sewer lines, as well as electrical. By tying-in the roadway networks, Rushwan Brothers would be able to utilize the existing roadway and develop future roadway networks that would be consistent with the Town of Grafton bylaws and not require a variance for a longer cul-de-sac roadway.

Smart Growth Options

In November, the Commonwealth of Massachusetts unveiled its Compact Neighborhoods program which seeks to encourage residential development near transit and town centers, complementing the existing smart growth programs that currently exist throughout the Commonwealth. The purpose of the Compact Neighborhoods program is to create approximately 10,000 new, multi-family housing units on an annual basis. This program would provide priority consideration for discretionary funding programs, including the MassWorks program, and 40B relief for the community.

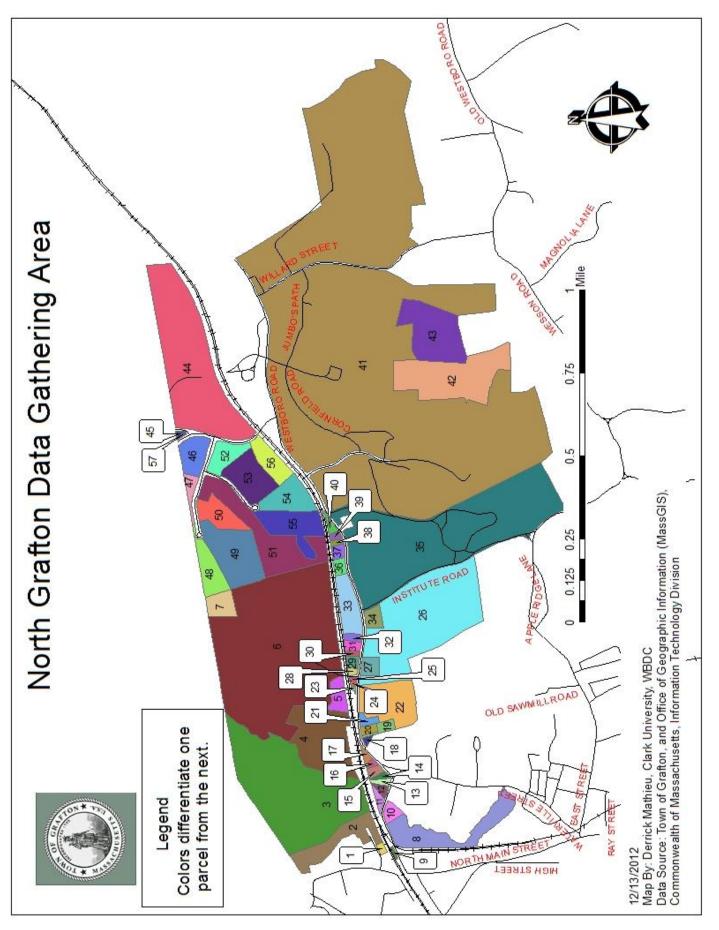
The Town of Grafton may wish to encourage the Commonwealth of Massachusetts to make its final determination on its lease boundaries for the existing Job Corps program that is located in a portion of the former Grafton State Hospital facilities. Upon finalization of these lease boundaries, the Town could then encourage the Commonwealth's Division of Capital Asset Management & Maintenance (DCAM) to dispose of the remaining 13+/- acres, including the three buildings that were previously used by the Job Corps. program. The three buildings that remain in this area are currently vacant and have experienced significant structural damage over several winters' snow storms.

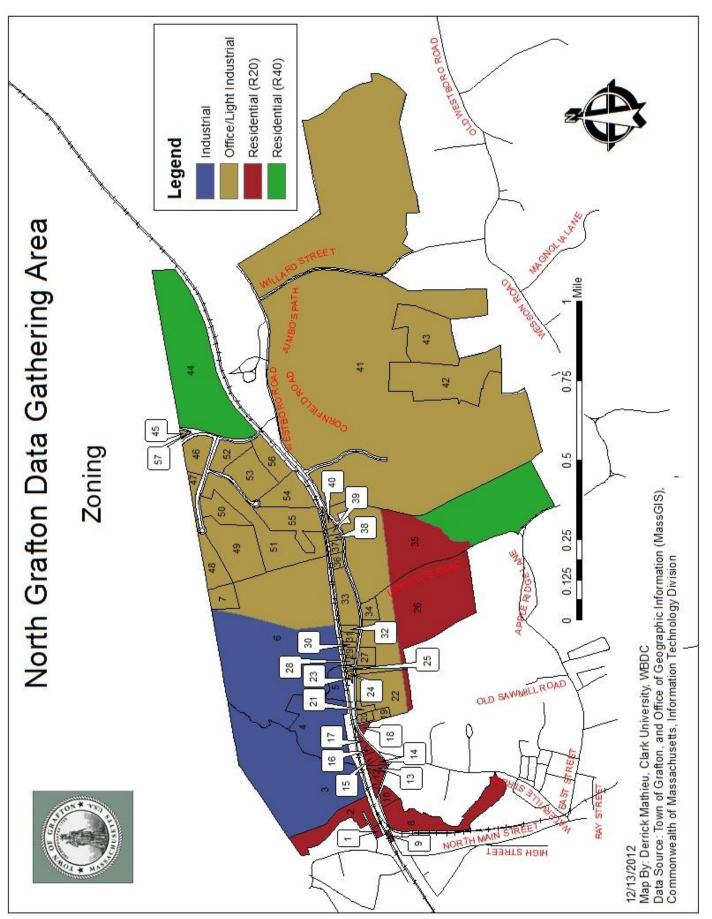
Disposition of this property would provide the Town of Grafton with a premier development site that adheres to the tenets of the Commonwealth's Compact Neighborhoods program, given its proximity to the MBTA commuter rail. Based upon initial feedback that the WBDC has received from a number of residential developers, the adaptive reuse of the buildings could potentially yield about 100 residential units; however, they may be able to create more units should the remaining buildings be demolished.

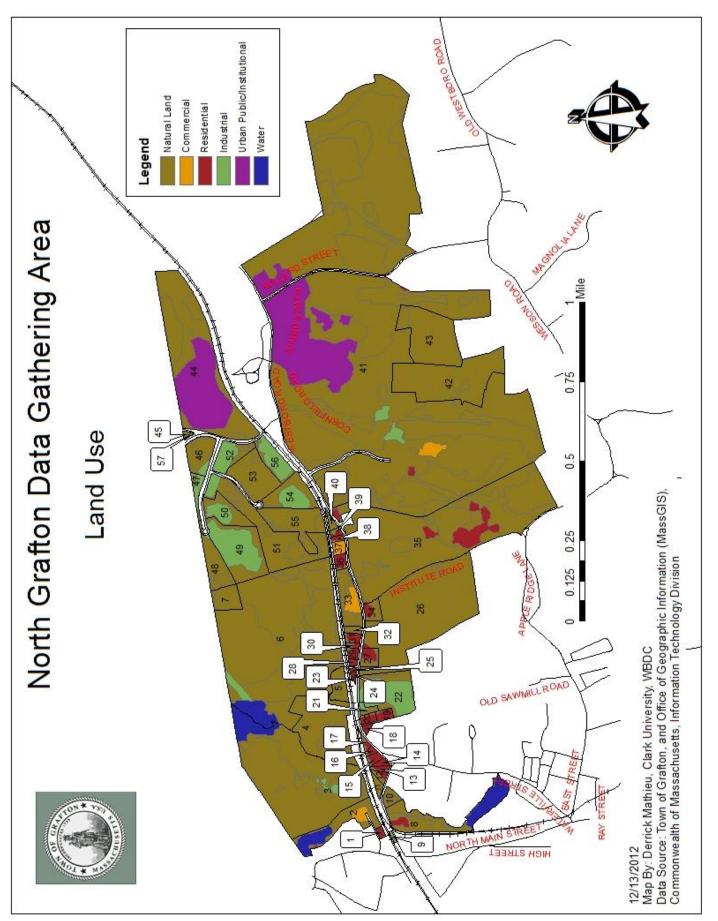
Conclusion

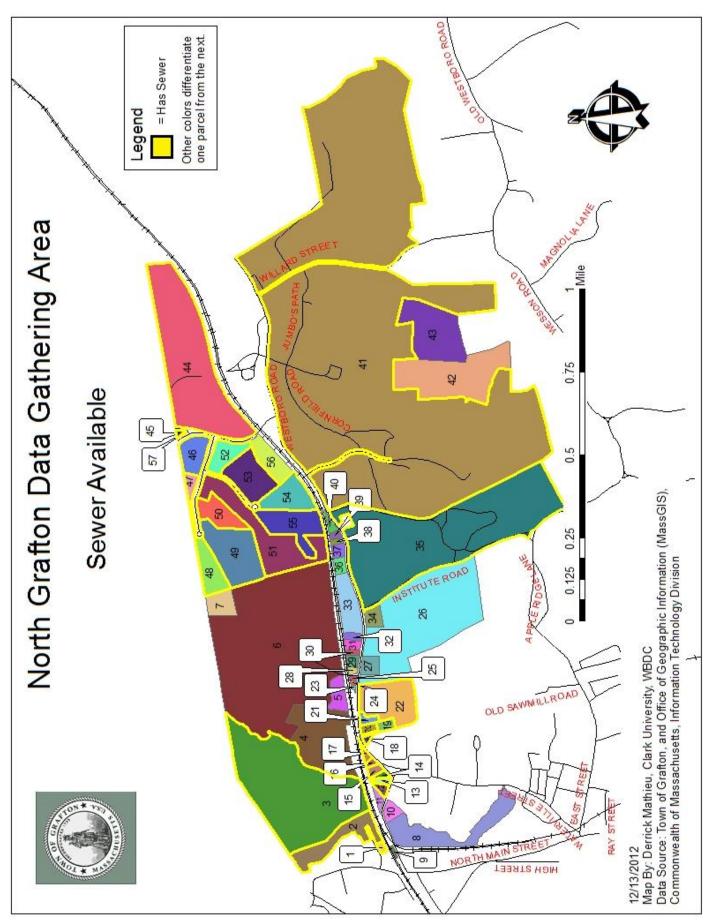
Under the existing scope, the WBDC was tasked with gathering data and providing an initial analysis of potential opportunities within the Route 30 corridor. Based upon these findings and recommendations, the WBDC would recommend that the Town of Grafton seek to conduct a comprehensive market analysis with a focus on the larger development parcels (ie: Rushwan Brothers, Commonwealth of Massachusetts, and Afonso) within the Route 30 area. This market analysis will provide greater, site-specific detail as it relates to development hurdles, feasibility, and funding opportunities.

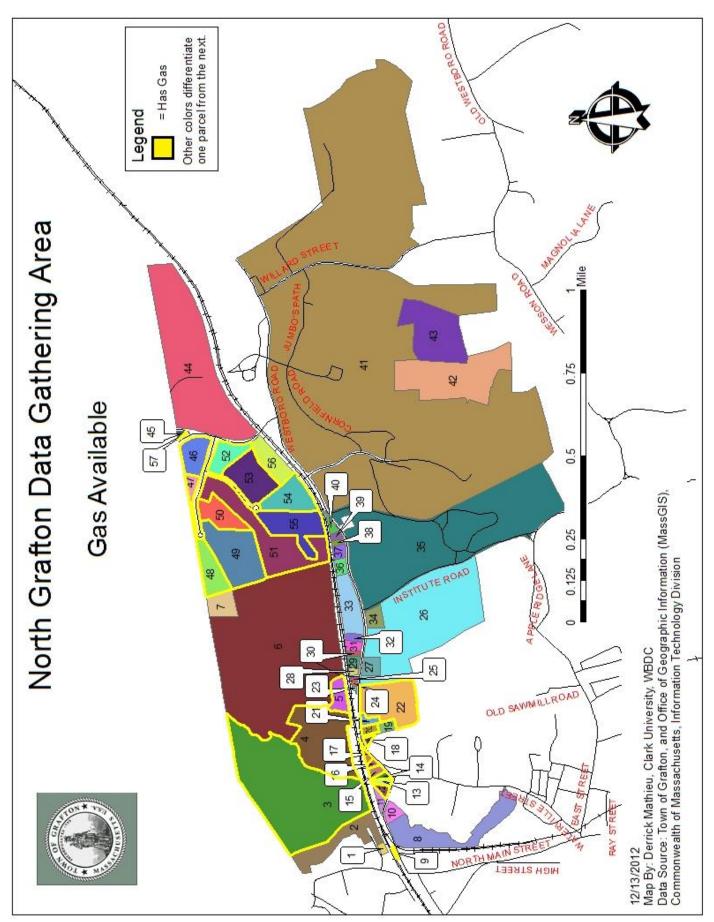
The WBDC welcomes the opportunity to continue its work with the Town of Grafton to provide greater focus to select parcels along the Route 30 corridor as it relates to development potential. Should the Town of Grafton be interested in pursuing this next phase, the WBDC would be willing to offer its services.

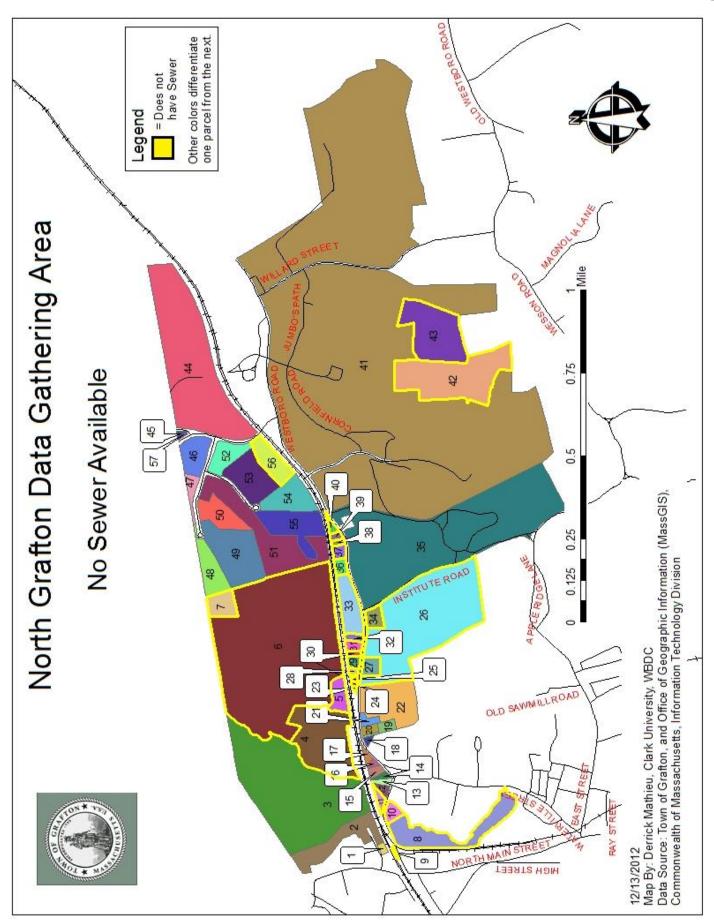


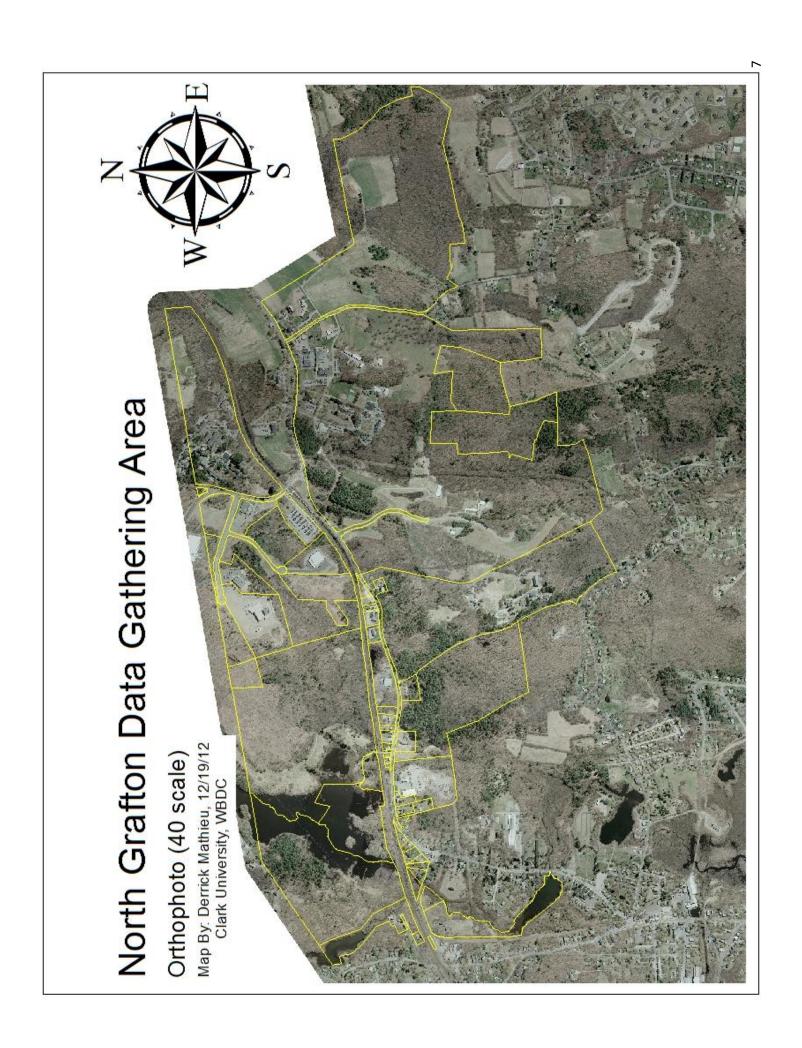


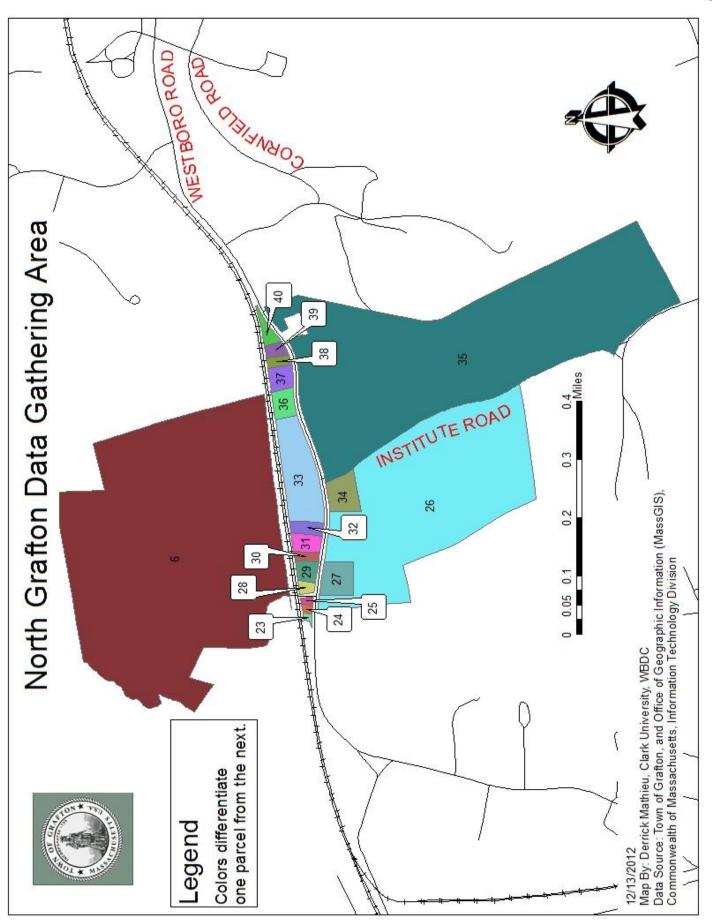


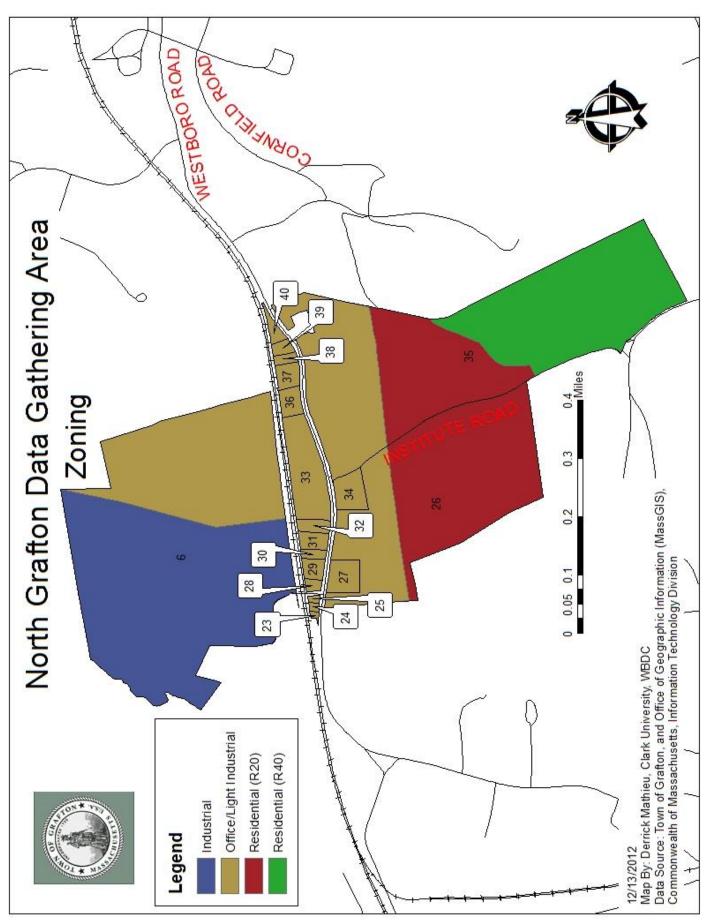


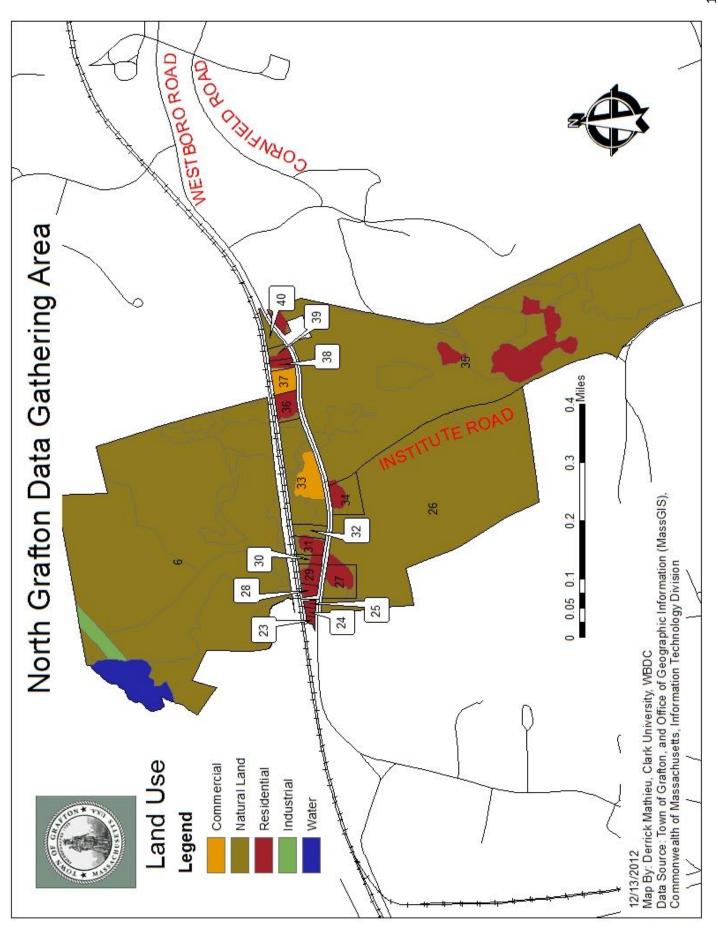


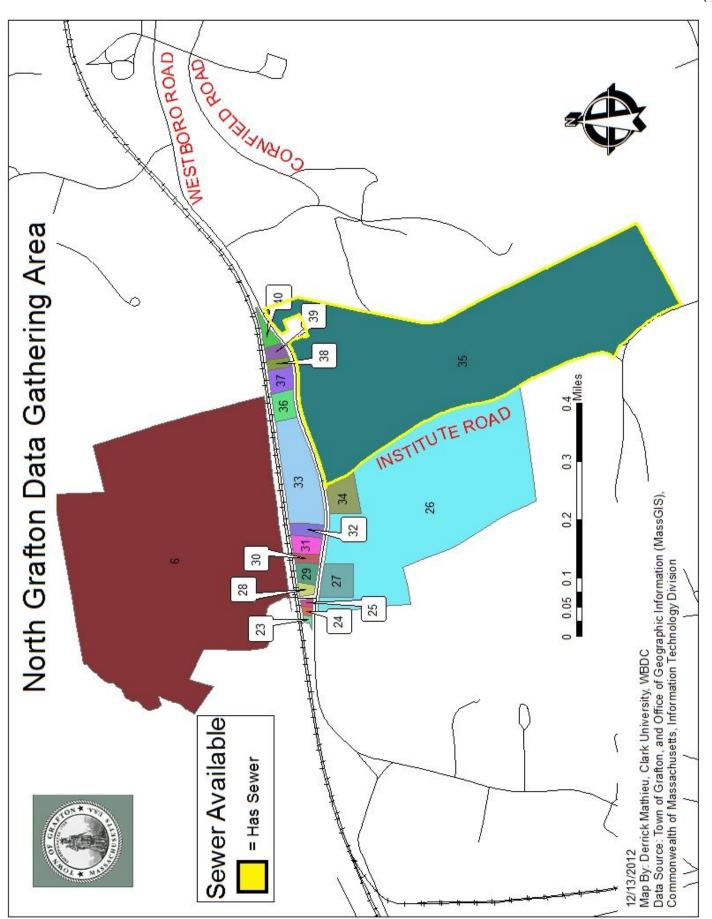


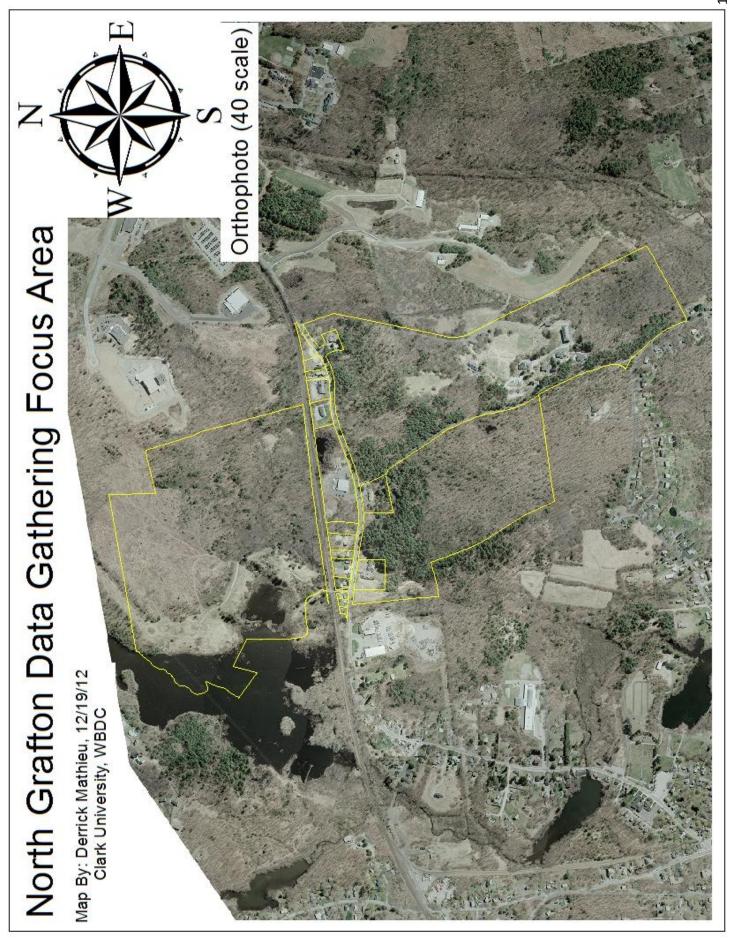












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Address	6 WINDLE AVENUE	15 WINDLE AVENUE	36REAR NELSON STREET	STREAR WESTBORD ROAD	83 WESTBORD ROAD	105 WESTBOR OR OAD	105REAR WESTBORD ROAD	42 WESTBOROROAD	2 WESTROROROAD	SS WESTBORD ROAD	59 WESTBOROROAD	61 WESTBORD ROAD	S3 WESTBOROROAD	S9 WESTBOROROAD	71 WESTBOROROAD	73 WESTBOROROAD	30 WESTBORD ROAD	84 WESTBORD ROAD	82 WES IBONO KOAD	SO WEST BOND NOW	SO WEST BOND NOW	95 WESTBORD ROAD	37 WESTROROR OAD	DO WESTBORO ROAD	20 WESTBORO ROAD	107 WESTBOROROAD	109 WESTBOROROAD	11 WESTBORO ROAD	113 WESTBOROROAD	117 WESTBOROROAD	121 WESTBOROROAD	122 WEST BOX OR OWN	121 WESTBORDED	135 WESTBORORORO	37 WESTBORO ROAD	139 WESTBORO ROAD	141 WESTBOROROAD	200 WESTBORO ROAD	19REAR WESSONSTREET	25 WILLARD STREET	100 PINE STREET	103 PINE STREET	CENTRNNIAL DRIVE	CENTBNN IAL DRIVE	2 CENTENNIAL DRIVE	IS CENTENNIAL DRIVE	13 CBN TENNIAL DRIVE	MILLEVINION DRIVE	MII FANIM DRIVE	AND DAMES OF THE PARTY OF THE P	MILENNIUM DRIVE	PINE STREET	TO PINE STREET
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